AMENDED IN ASSEMBLY MAY 26, 2000 AMENDED IN ASSEMBLY APRIL 27, 2000 AMENDED IN ASSEMBLY APRIL 5, 2000 AMENDED IN ASSEMBLY MARCH 23, 2000

CALIFORNIA LEGISLATURE—1999-2000 REGULAR SESSION

## **ASSEMBLY BILL**

No. 1913

Introduced by Assembly Members Cardenas, Alquist, Cedillo, Correa, Firebaugh, Gallegos, Honda, Havice, Keelev, Longville, Reves, Romero, Runner, Vincent, Washington, Wesson, Wildman, and Wright and Senators Alarcon, Hughes, Murray, Solis, and Soto Alquist, Calderon, Cedillo, Corbett, Correa, Davis, Firebaugh, Gallegos, Havice, Lowenthal, Longville, Honda. Keeley, Kuehl, Maddox. Reyes, Romero, Runner, Shelley, Strom-Martin, Vincent, Wildman, Wright, and Zettel and Washington, Wesson, Senators Alarcon, Burton, Figueroa, Hughes, Murray, Ortiz, Solis, and Soto

(Coauthors: Assembly Members Aroner, Thomson, and Wiggins)

(Coauthor: Senator Polanco)

February 11, 2000

An act to amend Sections 743, 746, 749.21, 749.22, 749.23, and 749.27 of, and to add Sections 654.5 and 654.7 to, the Welfare and Institutions Code, relating to juveniles.

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## LEGISLATIVE COUNSEL'S DIGEST

AB 1913, as amended, Cardenas. Juveniles: crime prevention.

(1) Existing law provides that in cases where a probation officer determines that a minor is or likely will be within the jurisdiction of the juvenile court, the officer may delineate an alternative program or programs, not to exceed 6 months, designed to adjust the situation bringing the minor within the juvenile court's jurisdiction by providing care and treatment for addiction, individual and family counseling, and other services, except as specified. Existing law provides that a court may, without adjudging the minor a ward of the court, continue any hearing on a petition for 6 months and order the minor to participate in these alternative programs and services.

This bill would provide that all minors designated as eligible supervision diversion pursuant alternative these provisions shall be enrolled in an appropriate accredited school program as a condition of program participation, be placed on a probation officer caseload of no more than 35 cases, be given a social history assessment as specified, and be and provided with alcohol substance abuse services. counseling, and mental health services, if appropriate. This bill would also provide that, subject to appropriation in the Budget, \$30,000,000 shall available be community-based organizations, mental health agencies, and other specified agencies to provide services pursuant to these provisions.

The bill would also provide that eligible minors arrested for misdemeanor offenses shall be referred to the local probation department.

The bill would also provide that, subject to appropriation in the State Budget, at least \$75,000,000 \$50,000,000 shall be made available for support of local juvenile crime diversion and gang prevention programs, at least \$10,000,000 shall be made available for utilization by local school district police departments for development of school-based juvenile crime diversion programs, as specified, an additional \$30,000,000 \$15,000,000 would be made available for school-based probation supervision programs, and at least \$25,000,000 shall

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be made available to support local juvenile crime diversion and gang prevention programs for predelinquent youth. The bill would provide that, subject to appropriation in the State Budget, at least \$20,000,000 shall be made available annually to develop or expand gender specific programs for female offenders and to support juvenile ranches and camps for female juvenile offenders, and at least \$8,000,000 shall be made available annually for the support of local female juvenile crime diversion and gang prevention programs. The bill would also provide that, subject to appropriation in the State Budget, at least \$6,000,000 shall be made available annually for the Abolish Chronic Truancy Program in Los Angeles County, and at least \$6,000,000 annually to the Communities in Schools program, as specified. By imposing additional duties on local law enforcement personnel, this bill would impose a state-mandated local program.

(2) Existing law establishes a 3-year pilot project, subject to appropriation of funds therefor, to be known as the "Repeat Offender Prevention Project" for operation in specified counties, the purpose of which is to design, establish, implement, and evaluate a model program for the reduction of recidivism among juvenile offenders, as specified.

This bill would specify that this program is contingent upon the appropriation of \$220,000,000 \$10,000,000, remove the 3-year limitation, make the program available to every county probation department departments in the state unless the board of supervisors of the county adopts a specified resolution, and require participating probation departments to evaluate the need for specific programs for female juvenile offenders.

(3) Existing law provides that a minor shall be selected for participation in the Repeat Offender Prevention Project based on several specified factors, including that the minor is  $15^{1}/_{2}$  years of age or younger, has been declared a ward of the juvenile court for the first time, and has been evaluated and found to have at least 3 of 5 specified factors that place the minor at risk of becoming a chronic juvenile or adult offender. One of those factors is that the minor matches a specified profile.

This bill would revise the criteria to delete that factor.

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(4) Existing law establishes the Juvenile Crime Enforcement and Accountability Challenge Grant Program, and provides that to be eligible for grants under this program, each county shall establish a multiagency juvenile justice coordinating council, as specified, that shall develop and implement a continuum of county-based responses to juvenile crime. Existing law requires the Board of Corrections to award grants that provide funding for 3 years.

This bill would instead provide that each county that receives funding under this program or under the Repeat Offender Prevention Project must establish a multiagency coordinating council. The bill would require the Board of Corrections to award grants for a period of 4, rather than 3 years. The bill would also declare the Legislature's intent to appropriate \$55,000,000 \$25,000,000 in the Budget Act of 2000 for funding of the program, as specified.

- (5) This bill would provide that contingent upon a funding allocation of \$3,500,000 in the State Budget, the California Youth Authority Gang Violence Reduction Project shall be established in Los Angeles, Orange, Alameda, and San Joaquin Counties as specified.
- (6) This bill would provide that contingent upon an allocation of \$3,800,000 in the State Budget, the Department of the Youth Authority shall establish a Gang Information and Supervision Agent project at each of its 17 parole districts.
- (7) This bill would provide that contingent upon an allocation of \$2,300,000 in the State Budget, the Gang Service Project shall be added to each parole unit in the state.
- (8) This bill would provide that contingent upon an allocation of \$15,000,000 in the State Budget, the Department of the Youth Authority shall administer a bid process for allocation of the funds to local and community agencies that provide gang prevention services in local communities with a high number of commitments to the Department of the Youth Authority.
- (9)—The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement, including the creation of a State Mandates Claims Fund to pay the costs of

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mandates that do not exceed \$1,000,000 statewide and other procedures for claims whose statewide costs exceed \$1,000,000.

This bill would provide that with regard to certain mandates no reimbursement is required by this act for a specified reason.

With regard to any other mandates, this bill would provide that, if the Commission on State Mandates determines that contains costs SO mandated by reimbursement for those costs shall be made pursuant to the statutory provisions noted above.

Vote: majority. Appropriation: no. Fiscal committee: ves. State-mandated local program: yes.

## The people of the State of California do enact as follows:

- SECTION 1. Section 654.5 is added to the Welfare and 1 Institutions Code, to read:
- 654.5. (a) All minors designated eligible 3 as alternative supervision diversion pursuant to Section 654 5 or 654.2 shall:
- 6 (1) Be enrolled and attending an appropriate 7 accredited school program as a condition of program participation.
- (2) Be placed on a probation officer caseload of no 9 10 more than 35 assigned cases for at least six months.
- (3) Be given a social history assessment which includes 12 school evaluations, mental heath assessment, and family background history.

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- (4) Be provided alcohol and substance abuse services, 15 mental health services, and other types of including counseling dealing with school related problems, if appropriate.
- (b) Subject to appropriation in the State Budget, an 18 19 appropriation of thirty million dollars (\$30,000,000) shall 20 be available to local community-based organizations, 21 mental health agencies, and agencies that provide alcohol
- and substance abuse programs so that they may provide
- services to minors eligible for alternative supervision
- diversion pursuant to Section 654 or 654.2. These funds

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shall be administered by the Office of Criminal Justice Planning through a request for proposal process. A local probation department shall be the lead applicant and shall distribute approved grant funds to authorized 5 agencies through a request for proposal process.

- SEC. 2. Section 654.7 is added to the Welfare and Institutions Code, to read:
- 654.7. (a) Minors who are arrested for committing a misdemeanor offense or attempted commission of a 10 misdemeanor offense and who are eligible for alternative supervision diversion pursuant to Section 654 or 654.2 12 shall be referred to the local probation department.
- (b) Subject to appropriation in the State Budget, the 14 State of California shall make at least seventy-five million dollars (\$75,000,000) fifty million dollars (\$50,000,000) 16 available annually for support of local juvenile crime diversion and gang prevention programs. These funds 18 shall be administered by the Office of Criminal Justice Planning and allocated and distributed through a request for proposal process. A local law enforcement agency shall be the lead applicant.
- (c) Subject to appropriation in the State Budget, the 23 State of California shall make at least ten million dollars 24 (\$10,000,000) available annually for utilization by local 25 school district police departments for the purpose of 26 developing school-based juvenile crime 27 programs. These funds shall be administered by the 28 Office of Criminal Justice Planning and allocated and 29 distributed through a request for proposal process. Eighty 30 percent of the funds shall be allocated for law 31 enforcement personnel costs, and the remainder shall be for services and support and 32 used for computer additional technology. An thirty million dollars 34 (\$30,000,000) fifteen million dollars (\$15,000,000) shall be made available for school-based probation supervision 36 programs.
- (d) Subject to appropriation in the State Budget, the 37 38 State of California shall make at least twenty-five million dollars (\$25,000,000) available annually to support local iuvenile crime diversion and gang prevention programs

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for predelinguent youth. These Ten million dollars (\$10,000,000) of these funds shall be administered by the 3 Office of Criminal Justice Planning and allocated and 4 distributed through a request for proposal process. 5 Fifteen million dollars (\$15,000,000) of these funds shall 6 be administered by the Office of Criminal Justice Planning and allocated and distributed through a request for proposal process. A local law enforcement agency or probation department shall be the lead applicant.

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(e) Subject to appropriation in the State Budget the 11 State of California shall make at least twenty million 12 dollars (\$20,000,000) available annually to develop or expand gender specific programs for female offenders. 14 These programs shall include, but shall not be limited to, crime diversion 15 female juvenile programs, 16 juvenile gang prevention programs, and female juvenile offender camp programs.

These funds shall be administered by the Office of 19 Criminal Justice Planning and shall be allocated and distributed through a request for proposal process. The probation department shall be the lead applicant. Of the 22 twenty million dollars (\$20,000,000) appropriated in the 23 State Budget for the purposes of this subdivision, ten 24 million dollars (\$10,000,000) shall be made available to the Office of Criminal Justice Planning for the purposes 26 of this subdivision. The remaining ten million dollars 27 (\$10,000,000) shall be administered by the Board of 28 Corrections to support juvenile ranches and camps for 29 female juvenile offenders.

- (f) Subject to appropriation in the State Budget, the 31 State of California shall make at least eight million dollars 32 (\$8,000,000) available annually for the support of local female juvenile crime diversion and female juvenile gang prevention programs. These funds shall be administered by the Office of Criminal Justice Planning and allocated 36 and distributed through a request for proposal process. A local law enforcement agency or a county probation department shall be the lead applicant.
- (g) Subject to appropriation in the State Budget, the 39 State of California shall make at least six million dollars

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1 (\$6,000,000) available annually for the Abolish Chronic Truancy (ACT) program, to be administered by the 3 Office of Criminal Justice Planning Planning. 4 current program is a partnership of the Los Angeles 5 District Attorney's office and schools in Los Angeles 6 County with its goals to reduce chronic truancy in schools, elementary through parent and accountability and addressing attendance programs at the earliest possible time before the child's behavior is 10 ingrained and while the parent still exercises control over the child (pre-high school), and long-term reduction of

12 delinquency, adult criminality, and joblessness.

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(h) Subject to appropriation in the State Budget, the 14 State of California shall make at least six million dollars 15 (\$6,000,000) available annually to the Communities in 16 Schools (CIS) program to fund five or six new CIS 17 programs modeled after the CIS program in the San 18 Fernando Valley area of the County of Los Angeles. The 19 funds shall be administered by the Office of Criminal 20 Justice Planning. The California State University at 21 Northridge shall serve as a technical adviser with respect 22 to the funding of CIS programs.

SEC. 3. Section 743 of the Welfare and Institutions 23 24 Code is amended to read:

upon the 743. Contingent appropriation of two 26 hundred twenty million dollars (\$220,000,000) ten million 27 dollars (\$10,000,000) annually, the "Repeat Offender 28 Prevention Project" shall be made available to every county by the Office of Criminal Justice Planning through 30 *the* request for proposal process to a probation department in this state unless the board of supervisors 32 of one or more of these counties adopts a resolution to the effect it will not participate in the project, each of which 34 shall design, establish, implement, and evaluate a model 35 program to meet the needs of a juvenile offender 36 population identified as having the potential to become offenders utilizing the findings 37 repeat serious 38 exploratory studies conducted in Orange County 39 between 1989 and 1993 by the research staff of the Orange 40 County Probation Department which identified certain

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"8 percent" minors who were designated as the population. The main goal of this program is to develop cost-effective implement a multiagency, multidisciplinary which program targets youth 5 displaying behavior that may lead to delinquency and recidivism. Every county probation department participates in this program shall evaluate the need for including gender specific programs for female juvenile offenders as part of this program.

SEC. 4. Section 746 of the Welfare and Institutions 10 11 Code is amended to read:

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- 746. A minor shall be selected for participation in a 13 program established pursuant to this article based upon 14 the following factors:
- (a) The minor is  $15^{1/2}$  years of age or younger, has 16 been declared a ward of the juvenile court pursuant to 17 Section 601 or 602 for the first time, and is to be supervised 18 by a probation department selected for participation in this project.
- (b) The minor has been evaluated and found to have 21 at least three of the following factors, that place the minor at a significantly greater risk of becoming a chronic 23 juvenile or adult offender:
- (1) School behavior and performance problems. This 25 shall include at least one of the following: attendance problems; school suspension or expulsion; or failure in two or more academic classes during the previous six months 28 or comparable academic period.
- (2) Family problems. These shall include at least one 30 of the following: poor parental supervision or control; documented circumstances of domestic violence; child 32 abuse or neglect; or family members who have engaged in criminal activities.
- 34 (3) Substance abuse. This shall include any regular use 35 of alcohol or drugs by the minor, other 36 experimentation.
- predelinquent behavior. This 37 (4) High-risk shall 38 include at least one of the following: a pattern of stealing; chronic running away from home; or gang membership or association.

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SEC. 5. Section 749.21 of the Welfare and Institutions Code is amended to read:

3 Crime 749.21. The Juvenile Enforcement Accountability Challenge Grant Program shall be 5 administered by the Board of Corrections for the purpose of reducing juvenile crime and delinquency. 6 program shall award grants based on criteria developed by the Board of Corrections and on a competitive basis to counties that (a) develop and implement multiagency local action 10 comprehensive. plan 11 provides for a continuum of responses to juvenile crime 12 and delinquency, including collaborative ways to address 13 local problems of juvenile crime; and (b) demonstrate a 14 collaborative and integrated approach for implementing a system of swift, certain, graduated responses and 15 16 appropriate sanctions for at-risk youth and juvenile offenders. 17

SEC. 6. Section 749.22 of the Welfare and Institutions 18 19 Code is amended to read:

749.22. Counties that receive funding pursuant to 21 Section 743 or from the Juvenile Crime Enforcement and Accountability Challenge Grant Program shall establish 23 a multiagency juvenile justice coordinating council that develop 24 shall and implement a continuum 25 county-based juvenile responses to crime. The 26 coordinating councils shall, at a minimum, include the 27 chief probation officer, as chair, and one representative 28 each from the district attorney's office, the public 29 defender's office, the sheriff's department, the board of 30 supervisors, the department of social services, 31 department of mental health, a community-based drug 32 and alcohol program, a city police department, the county office of education or a school district, and an 34 at-large community representative. In order to carry out 35 its duties pursuant to this section, a coordinating council include representatives 36 shall also from nonprofit community-based organizations providing services 37 38 minors. The board of supervisors shall be informed of participating organizations community-based coordinating council. The coordinating councils shall

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comprehensive, multiagency 1 develop a plan identifies the resources and strategies for providing an effective continuum of responses for the prevention, 4 intervention. supervision, treatment, and incarceration 5 male and female juvenile offenders, including strategies to develop and implement locally based or 6 regionally based out-of-home placement options for youths who are persons described in Section 9 Counties may utilize community punishment 10 developed pursuant to grants awarded from 11 included in the 1995 Budget Act to the extent the plans 12 address juvenile crime and the juvenile justice system or 13 local action plans previously developed for this program. 14 The plan shall include, but not be limited to, the following 15 components: 16

(a) An assessment of existing law enforcement, 17 probation, education, mental health, health, social 18 services, drug and alcohol and youth services resources 19 which specifically target at-risk juveniles, 20 offenders, and their families.

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- identification and prioritization of (b) An the 22 neighborhoods, schools, and other areas in the 23 community that face a significant public safety risk from 24 juvenile crime, such as gang activity, daylight burglary, robbery, vandalism, 25 late-night truancy, controlled 26 substance sales, firearm-related violence, and juvenile alcohol use within the council's jurisdiction.
- (c) A local action plan (LAP) for improving and 29 marshaling the resources set forth in subdivision (a) to 30 reduce the incidence of juvenile crime and delinquency 31 in the areas targeted pursuant to subdivision (b) and the 32 greater community. The councils shall prepare their 33 plans to maximize the provision of collaborative and 34 integrated services of all the resources set forth in subdivision (a), and shall provide specified strategies for response, including 36 all elements of prevention, intervention, suppression, and incapacitation, to provide a continuum for addressing the identified male and female juvenile crime problem, and strategies to develop implement locally based or regionally

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out-of-home placement options for youths who are persons described in Section 602.

- (d) Develop information and intelligence-sharing systems to ensure that county actions 5 coordinated, and to provide data for measuring the 6 success of the grantee in achieving its goals. The plan shall develop goals related to the outcome measures that shall be used to determine the effectiveness of the program.
- 9 (e) Identify outcome measures which shall include, 10 but not be limited to, the following:
  - (1) The rate of juvenile arrests.
  - (2) The rate of successful completion of probation.
- (3) The rate of successful completion of restitution and 14 court-ordered community service responsibilities.
- SEC. 6.5. Section 749.23 of the Welfare 15 16 Institutions Code is amended to read:
- 749.23. The Board of Corrections shall award grants 17 18 that provide funding for four years. Funding shall be used 19 to supplement, rather than supplant, existing programs 20 and grants may be awarded to any county including those 21 counties currently receiving funds pursuant to 22 article. Grant funds shall be used for programs that are 23 identified in the local action plan as part of a continuum 24 of responses to reduce juvenile crime and delinquency. 25 No grant shall be awarded unless the applicant makes 26 available resources in an amount equal to at least 25 27 percent of the amount of the grant. Resources may 28 include in-kind contributions from participating 29 agencies. However, moneys derived from the General 30 Fund regardless of source, shall not be included in the 31 funds identified as local matching funds for purposes of 32 qualifying for the grant. In awarding grants, priority shall be given to those proposals which include additional 34 funding that exceeds 25 percent of the amount of the grant. In awarding grants, priority shall also be given to 36 programs in counties where the population exceeds 500,000 and the rate of violent crime exceeds the state 37 38 average.
- SEC. 7. Section 749.27 of the Welfare and Institutions 39 40 Code is amended to read:

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749.27. Funding for the Juvenile Crime Enforcement 1 and Accountability Challenge Grant Program for grant awards shall be provided from the amount appropriated in Item 5430-101-0001 of the Budget Act of 2000. Up to 5 appropriated 5 percent of the amount 5430-101-0001 of the Budget Act of 2000 shall be transferred upon the approval of the Director of Finance, to Item 5430-001-0001 for expenditure as necessary for the board to administer this program, including technical and the development of 10 assistance to counties evaluation component. 12

It is the intent of the Legislature to appropriate 13 fifty-five million dollars (\$55,000,000) twenty-five million 14 *dollars* (\$25,000,000) in the Budget Act of 2000 for funding Juvenile Crime Enforcement and Accountability 16 Challenge Grant Program.

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Of this amount, up to eleven million one hundred 17 18 thousand dollars (\$11,100,000) shall be distributed to the 19 Juvenile Crime Enforcement and Accountability 20 Challenge Grant Programs funded under the Budget Act 21 of 1996, and up to thirteen million nine hundred thousand 22 dollars (\$13,900,000) shall be distributed to the Juvenile 23 Crime Enforcement and Accountability Challenge Grant 24 Programs funded under the Budget Act of 1998, and up 25 to thirty million dollars (\$30,000,000) shall be distributed 26 in the form of competitive grants through the Juvenile 27 Crime Enforcement and Accountability Challenge Grant 28 Program from funds appropriated in the Budget Act of 29 <del>2000</del>. Up to 5 percent of the amount appropriated in the 30 Budget Act of 2000 for the Juvenile Crime Enforcement 31 and Accountability Challenge Grant Program shall upon the approval of the Director 32 transferred. Finance, to the Board of Corrections, as necessary for the administer this program, provide technical 34 board to 35 assistance to counties, and to develop and monitor the 36 evaluation component of this program.

- 8. The Legislature 37 SEC. finds and declares the 38 following:
- 39 (a) The Department of the Youth Authority 40 successfully operated the Gang Violence Reduction

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Project in the East Los Angeles area for many years. This project received national, state, and local recognition for the innovative and effective impact the project had on gang violence. The two key components attributed to the program's success were that the program was operated and managed by the Youth Authority parole agents who credibility provided essential with other 8 enforcement agents and the program operated on a dual mission, which was to provide critical intelligence to law enforcement regarding gang activity and mitigate or 10 prevent gang conflicts that lead to violence. Contingent 12 on a funding allocation of three million five hundred 13 thousand dollars (\$3,500,000) in the State Budget, the 14 California Youth Authority Gang Violence Reduction 15 Project shall be established in four counties throughout 16 the state, Los Angeles, Orange, Alameda, and San Joaquin 17 Counties, to provide eight hundred fifty thousand dollars 18 (\$850,000) per project site to include the cost of Youth 19 Authority personnel, equipment, and services. 20

- (b) The Department of the Youth Authority currently 21 supervises gang-involved parolees throughout 17 parole offices; however, these parolees are not consolidated into specified gang caseloads. A Gang Information Supervision Agent position should be established in each 25 parole district throughout the state. The Gang 26 Information Supervision Agent would allow for greater coordination between law enforcement and probation officers for high risk gang involved parolees. Contingent on an allocation of three million eight hundred thousand 30 dollars (\$3,800,000) in the State Budget, the California Youth Authority shall establish the Gang Information and Supervision Agent project at each of its 17 parole districts.
- 33 (c) The Department of the Youth Authority currently 34 operates two Gang Service Projects in the state. This 35 program provides additional supervision 36 identified youth as well as providing a designated amount Youth 37 community service hours. Correctional 38 Counselor positions should be added to each parole unit 39 to provide the additional supervision and establish the community service projects. Contingent on an allocation

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million of two three hundred thousand dollars (\$2,300,000) in the State Budget, the Gang Service Project shall be added to each parole unit in the state.

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(d) The Department of the Youth Authority currently administers the Youth Centers and Youth Shelters Bond 5 Act. The bond act, together with additional appropriations, has allowed the department to distribute approximately fifty million dollars (\$50,000,000) in capital improvement costs to build or acquire youth centers and 10 youth shelters throughout California. This has been a major contribution to providing a safe and appropriate place for at-risk youth. However, adequate operating 13 funds for these centers has not been provided. 14 Contingent on an allocation of fifteen million dollars 15 (\$15,000,000) in the State Budget, the Department of the 16 Youth Authority shall administer a bid process for allocation of these funds to local and community agencies that provide gang prevention services in local communities with a high number of commitments to the Department of the Youth Authority.

SEC. 9. No reimbursement is required by this act 22 pursuant to Section 6 of Article XIII B of the California 23 Constitution for certain costs that may be incurred by a 24 local agency or school district because in that regard this 25 act creates a new crime or infraction, eliminates a crime 26 or infraction, or changes the penalty for a crime or infraction, within the meaning of Section 17556 of the Government Code, or changes the definition of a crime within the meaning of Section 6 of Article XIII B of the 30 California Constitution.

31 However, notwithstanding Section 17610 32 Government Code, if the Commission on State Mandates determines that this act contains other costs mandated by 34 the state, reimbursement to local agencies and school districts for those costs shall be made pursuant to Part 7 36 (commencing with Section 17500) of Division 4 of Title 2 of the Government Code. If the statewide cost of the 38 claim for reimbursement does not exceed one million AB 1913 **— 16 —** 

- 1 dollars (\$1,000,000), reimbursement shall be made from 2 the State Mandates Claims Fund.